GOVERNMENT OF ANDHRA PRADESH
ABSTRACT

Gram Panchayat Development Plan - Preparation of Plans in the context of 14th Finance Commission Grants - Guidelines for preparation of annual and perspective plans in Gram Panchayats – Orders -Issued.

PANCHAYAT RAJ & RURAL DEVELOPMENT (MDL.I) DEPARTMENT

G.O.MS.No. 97 **Dated:07.10.2015**

Read the following

1. G.O.Ms.No.791, (General/Legislature Coordination) Dept., dt.07.11.2013
2. G.O.Ms.No.10, PR&RD(MDL.I) Dept., dt.18.1.2014.
3. From the Secretary to Government of India, Ministry of PR, Krishi Bhawan, New Delhi, D.O.Lr.No.11015/123/ 2015-PB, dt.28.05.2015.

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ORDER:

Article 243-G of the Constitution requires all the Gram Panchayats to prepare and implement plans for achieving economic development and social justice. The 14th Finance Commission indicated an award allocation of 8654 Crores to the Gram Panchayats in the state of Andhra Pradesh in the span of five years from 2015-16. Systematic efforts have been initiated to maximize Own Source of Revenue (OSR) by the Gram Panchayats.

2. Further, the 4th Ordinary Elections to Gram Panchayats were held in July-2013 and the elected Sarpanchas and Ward Members are in place in all Gram Panchayats. The five years term of the Gram Panchayats will expire in July – 2018. Foundation Training to all newly elected Sarpanchas and Ward Members was completed in all Districts in the state. Government felt that it desirable to encourage Gram Panchayats, to prepare Decentralized Development Plans (DDPs) in each Gram Panchayat. There are various welfare and development programmes initiated by the government, which have varying degrees of goal achievement; at the same time a lot remains to be achieved. A general observation is that these programmes need to have a holistic view of the Gram Panchayat instead of being focused on the programme and departmental objectives only. The issue of interdepartmental convergence, participation and governance of the programme are also often cited as a reason for under-achievement of programme outcomes. The government is of the opinion that the outcomes of the ongoing programmes can be optimized through the participation and empowerment of the stakeholders and local leadership. At the same time, when the World is moving ahead from the 8 Millennium Development Goals paradigm to 17 Sustainable Development Goals, we must also move in sync with the global transformation initiative. Therefore the Government of Andhra Pradesh launched a programme "Smart village – Smart ward" which focuses on improved resource-use efficiency, empowered local self-governance, access to assured basic amenities and responsible individual and community behaviour to build a vibrant and happy society.

It is envisaged that all Gram Panchayats in the state of Andhra Pradesh successfully prepare and implement their annual action plans on all the subjects entrusted /devolved to them by 2018. All the Gram Panchayats are encouraged to indicate their vision statements duly considering the local situations. Panchayat plans can be prepared based on the levels of development seen in different categories of Panchayats in like PESA GPs, urbanized GPs, GPs with vulnerable sections and depending on the size of the GPs etc.

3. Government after careful consideration of the proposal and in supersession of the guidelines issued earlier on this subject, hereby issue the following guidelines for preparation of GP Development Plans.

I. Resource Envelope

A. Financial Resource

The Financial resource envelope adopted by GPs while preparing annual action plan should include the following. In respect of programme funds, the District Collectors and District Panchayat Officers should communicate the GP-wise resource base well in advance for preparation of plan at GP level.

a) Own Source of Revenue (Taxes and Non-Taxes Covering 40 sources)as updated in RAPR module in the website www.epmis.ap.nic.in
b) Finance Commission Grants (both 14th FC and SFC grants)
c) MGNREGS (To the extent of fund dovetailed to Internal Road network, Sanitation including Solid Waste Management and Drinking Water)
d) Swatch Bharat Mission Grant for Solid Waste Management in 659 Selected Gram Panchayats.
e) Incentive Grants sanctioned for unanimously elected 1835 GPs at the rate of Rs.7.00 Lakhs each.
f) Any other source to the Gram Panchayat

B . Human Resource

a) Instructions have already been given to District Panchayat Officers for rationalizing the availability of Panchayat Secretaries and other staff uniformly across all mandals and gram Panchayats in the District.
b) Steps shall be taken to position adequate number of Panchayat Secretaries in all cluster GPs even on deputation basis from other departments. However, necessary orders will be issued to all District Collectors in this regard.
c) The services of Part-time and full employees other line departments working on regular or out sourcing basis may also be utilized for preparation of plans

II. Environment creation

Building proper positive environment is very essential for preparation of implementation of the GP Plan. Plan preparation at GP level can be taken up in a campaign mode with continuous training of all stake holders training. The State Panchayat Resource Centre and APSIRD will provide necessary training in this regard. Cost of such trainings may be met from funds released under RGPSA and other line department's programmes. The following measures shall be taken for building environment;

- GP plan preparation team headed by Panchayat Secretary and Mandal Facilitation Team headed by MPDO shall be constituted;
- Gram Sabhas shall be actively involved since Peoples participation through Gram Sabha is a critical pre requisite for preparation and implementation of plans effectively.
- Functional committees of Gram Panchayats and Community Based Organizations constituted for each sector shall be adequately and periodically trained and involved in this process;
- **IEC activities** shall be taken up to facilitate and promote GP plan preparation and implementation. The illustrative list is Slides in Cinema halls , Cable TVs, SMS alerts, Pamphlets, Posters, Local folk media, Print and electronic media, Beat of tom tom, Theatre Arts, Folk Arts and Media Cell will be utilized, Social Media, Stickers, etc.,

III. Situation Analysis

Analyzing the existing situation in various sectors is essential for preparation of implementable plan. Hence, situation analysis plan shall be taken up. There are core functions to be discharged by every Gram Panchayat as per the APPR Act 1994. Besides this, Government have devolved certain functions to the PRIs. Orders have already been issued constituting District Level Committee headed by the District Collector to ensure that devolved functions are discharged by the PRIs with active cooperation of respective line departments.

Necessary measures shall be taken to obtain required data for preparation plan by taking following steps

a) Door to Door Survey to the extent possible.
b) Transact walk covering all habitations
c) Secondary data available with census, Socio Economic Survey and other relevant information available with line department
d) Focused group discussions with stake holder committees and validating the data
e) Targets/Bench marks adopted by the state Government in respective sectors of basic services as well as line department services.

4. Plan preparation committee at village level should collect and access the said data diligently to arrive at fairly reasonable understanding of the existing levels of services delivered and the gaps identified with regard to targets and bench marks adopted by the Government. The situational analysis may be made in the following suggestive format by the plan preparation committee of Gram Panchayat.

S.No	Sector	Sub-Item	Bench Mark/ Standards	Current status	Plan for bridging the gap with reference to bench marks
1	Drinking Water (example)	Per capita Water Supply	55 LPCD		
		Frequency of water quality testing	Daily		
		Durability of Water Supply Motor	Life time with very little maintenance cost		
		Hygiene around water tap stand posts/Bore well	No cess pools and no water logging and waste water connected to drain/soak pit		
		Providing House hold Tap Connections	All households to be covered by 2019.		

5. Situational analysis shall be done for all the other sectors viz; Sanitation, Street Lighting, Internal Road Network, Creation of Productive infra structure and other line departmental subjects such as Agriculture, Health, Animal husbandry, Fisheries, W&CW, Education, etc in a phased manner. The format adopted in a pilot village (where this exercise is already done in AP) can be used as a reference.

6. Outcomes of situational analysis should become the building blocks for preparation of plans at GP level. The Plans should cover all the GP core functions which involves cost and also cost less. The GP Plan should also cover the coordinating functions in convergence with the line departments especially the programmes with low cost and cost less. Wherever possible , the GP may extend their funding to some line departmental activities such as Village Nursery, Improvements in Anganwadis by providing children play items, providing merit scholarships for the merit students of High school especially the down trodden, intervention in bringing back the school drop outs into schools, sensitizing the public on various activities in convergence with line departments, Providing livelihood activities basing on the local conditions etc.. The GP may raise demand of various needs of public which includes infrastructure, welfare and social sectors etc and can endorse the same to respective line departments for including them in their own action plans.

IV. Participatory Process for preparation of plan:

The following intuitional arrangements shall be made to prepare and implement participatory plans in Gram Panchayats

1. A plan preparation team shall be constituted in each Gram Panchayat with the following.

a. Sarpanch (Chairman)
b. Functional Committee Members of GP
c. Heads of Village level organizations
d. Active Youth (one per Ward) to be identified by the GP
e. Village elderly/ Retired employees with adequate knowledge and experience (one per ward) to be identified by the GP
f. Panchayat Secretary – convener

2. There shall be a mandal level plan facilitation team plan to orient, hand hold and appraise the plans prepared at the GP level plans with following composition

a. Mandal Parishad Development Officer – Chairman
b. Mandal Level Officers of all Line departments including engineering Depts
c. Well experienced PRI representatives (3 members) to be identified by Mandal Parishad
d. Members of reputed NGO with planning experience (2 members) to be identified MPDO
e. E.O.(PR&RD) of the Mandal concerned - Convenor

3. There shall be a District level monitoring and plan facilitation team with following composition

a. District Collector – Chairman
b. Chief Executive Officer
c. District Heads of all line Departments including Engineering wing related planning exercise
d. NGOs (Two Members) to be nominated by the District collector.
e. 3 Members of Well experienced PRI representatives to be nominated by the District Collector
f. District Panchayat officer – Convener

4. **There shall be a State level empowered committee with following composition for overall plan preparation and implementation**

a. Chief Secretary - Chairman

b. Secretaries of all Line Departments -

c. Engineering-in-Chief of Panchayat Raj,
Rural Water Supply, Minor Irrigation

d. Commissioner (PR&RD)

e. 3 members of Well experienced PRI representatives to be nominated by the Secretary (PR)

f. Secretary to Government (PR) - Convener

V. Planning Process

All the Gram Panchayats in the state shall adopt a participatory process while preparing their plans.

1. The following steps shall be followed with flexibility wherever required by the GP level plan preparation team and prepare a draft action GP plan for presentation before Gram Sabha.

   a. Proper environment creation for preparation of plan using IEC/ PRA to the extent possible. The GP plan preparation team shall under go practical training on the plan preparation exercise conducted by the Mandal level plan facilitation committee. Earlier to this, the mandal level facilitation team should undergo practical training imparted by District Resource Team under the supervision State Resource team

   b. Situational Analysis shall be done in all core sectors with a focused group discussion with relevant material

   c. Transact Walk / door to door Survey to the extent feasible to capture felt needs of households to be recorded in a register.

   d. PRA techniques such as Venn diagram, Resource map and social map can be adopted based on the need.

   e. Matching the financial sources with prioritized needs duly keeping the permissibility of activities under different funding sources.

   f. Preparation of draft GP plan showing the detailed activities proposed and corresponding funding source.

   g. The Draft plan should include the activities proposed convergence with line departments.

   h. In addition, the plan preparation team shall prepare the list of activities along with the plan of action covering all non-financial needs in each sector. Public contributions either monetary or non-monetary can also be captured in the draft plan

2. The draft GP plan prepared by the plan preparation committee shall be presented before the Gram Sabha and carryout the changes suggested by Gram Sabha depending on feasibility with reference to norms. The Gram Sabha shall be conducted in accordance with the orders issued in G.O.Ms.No.791 GAD dated 7.11.2013

3. The draft GP plan as approved by the Gram Sabha shall be placed before the Gram Panchayat for approval. The changes effected, if any, shall be carried out and sent to the Mandal level facilitation committee for appraisal.

4. The Mandal level facilitation committee shall scrutinize the plans communicated by the Gram Panchayat with reference to technical and financial feasibility and relevant bench marks and targets. The Mandal level facilitation committee shall specifically scrutinize the participatory process adapted in the planning stage. The Mandal Level facilitation committee should communicate the appraisal report for further course of action.
5. The Gram Panchayat shall adopt the GP plan by incorporating the recommendations of appraisal committee and adopt as a final GP action plan for the year.
6. The contents of the final GP plan shall be uploaded on to website www.prim.ap.gov.in
7. The Panchayat secretary and the Gram Panchayat are responsible for plan implementation and uploading the progress on regular basis in the website.

VI. Visioning:

Every Gram Panchayat should prepare vision documents on all subjects mandated to them. It sets clear targets and milestones to the Gram panchayat. It shall clearly show the commitment of Gram panchayat to improve quantity and quality of basic services. The following principles shall be adopted in general while visioning and prioritizing activities in GP planning.

1. As far as possible works identified for draft plan preparation shall be confined to the domain areas of gram Panchayats which are exclusively mandatory to them as per APPR Act.
2. Visioning exercise can be extended to other devolved subjects after thoroughly covering the needs in the core sectors
3. The visioning exercise shall be carried out duly taking into account of the Bench marks and targets adopted by the state Governments in the relevant subject area.
4. Necessary clues can be drawn from the situation analysis exercise done for each sector.
5. Progress made in each preceding year shall be accounted for and further action plan to bridge the gaps shall be worked out.
6. Prioritization of needs shall be done across the sectors and across the different wards, communities by using simple matrix tables in focused group discussions as well as in Gram Sabha.

VII. Focus Areas of the Gram Panchayat Development Plan

For achieving the holistic development in Gram Panchayat, the planning exercise should focus on the following areas to begin with;

1. Supply of drinking water/including maintenance of Borewells and CPWS Schemes
2. Sanitation including solid and Liquid management
3. Internal Roads
4. Street lighting/LED and payment of CC charges
5. Burial grounds including approach road
6. Establishing Village Nurseries and plantation in the village
7. Ensuring basic amenities in village level institutions such as Schools, Anganwadis, Gram Panchayat building, etc.,
8. Development of Parks
9. Other Subjects as mentioned in G.O.Ms.No 10 PR &RD Dt. 18.10.2014
10. Online citizen services

VIII. Projectization and Priorisation:

The Gram Panchayats shall come up with certain projects duly extending fund support to implement the project. The Mandal line department concerned shall help the Gram Panchayats in preparation of projects. Funds allocation shall be clearly indicated for each of project. Based on the quantum of resources available prioritization shall be worked for execution of projects. Matching contributions from line departments and public contributions from stake holders and donors can be tried extensively. It is also necessary to clearly workout the output and outcome for all the projects.

The projects can be extended to any subjects and activity that improves the services delivery in the interest of larger public interest such as Education, Health & Family Welfare, W&CW, Agriculture, Animal Husbandry, Fisheries, Welfare and poverty reduction. For Example animal husbandry projects for fodder security of live stock in the village, development of Nurseries with the help of SHGs, Village Seed development project, etc.,

IX. Technical Appraisal

Mandal level plan facilitation and appraisal teams shall be take up the appraisal of GP Development Plans. The Mandal team shall be thoroughly trained on the appraisal techniques by district and state resource teams. Basic principles of appraisal such as fund availability, funding norms, technical and environmental feasibility shall be applied in the appraisal process.

X. Plan Approval

The Draft GP Development Plan along with projects which are scrutinized by the Mandal Facilitation Committee, shall be approved by the he Gram Panchayat concerned.

XI. Post Plan Arrangements

The Mandal facilitation team shall handhold the plan implementation process in the all the gram Panchayats in their jurisdiction and shall provide necessary guidance to the GP. Concurrent and midcourse corrections if any, required shall be carried out for implementation of the project. Tracking of expenditure and progress of work shall be done in the online monitoring tool developed in the website www.prim.ap.gov.in. The Panchayat secretary and Gram Panchayat committee are responsible for implementation and updation of data into the website.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)

To
The Commissioner, Panchayat Raj & Rural Development,
Andhra Pradesh, Hyderabad.
All the District Collectors (PW) in the State.
All the Chief Executive Officers of Zilla Parishad in the State.
All the District Panchayat Officers in the State.
Copy to:-
The Accountant General, Andhra Pradesh, Hyderabad.
The Planning Department.
The Finance (Expr.PR) Department
The P.S. to Hon'ble C.M.

DR.K.S.JAWAHAR REDDY
PRINCIPAL SECRETARY TO GOVERNMENT (PR)

//FORWARDED::BY ORDER//

SECTION OFFICER